

ENVIRONMENTAL ASSESSMENT

**FORD ISLAND CONFERENCE CENTER**

**Pearl Harbor Naval Complex  
O'ahu, Hawai'i**

Commander Navy Region Hawaii  
November 2004

<b>REPORT DOCUMENTATION PAGE</b>					<i>Form Approved OMB No. 0704-0188</i>	
<small>The public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing the burden, to Department of Defense, Washington Headquarters Services, Directorate for Information Operations and Reports (0704-0188), 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to any penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number.</small>						
<b>PLEASE DO NOT RETURN YOUR FORM TO THE ABOVE ADDRESS.</b>						
<b>1. REPORT DATE (DD-MM-YYYY)</b>		<b>2. REPORT TYPE</b>			<b>3. DATES COVERED (From - To)</b>	
<b>4. TITLE AND SUBTITLE</b>				<b>5a. CONTRACT NUMBER</b>		
				<b>5b. GRANT NUMBER</b>		
				<b>5c. PROGRAM ELEMENT NUMBER</b>		
<b>6. AUTHOR(S)</b>				<b>5d. PROJECT NUMBER</b>		
				<b>5e. TASK NUMBER</b>		
				<b>5f. WORK UNIT NUMBER</b>		
<b>7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES)</b>					<b>8. PERFORMING ORGANIZATION REPORT NUMBER</b>	
<b>9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES)</b>					<b>10. SPONSOR/MONITOR'S ACRONYM(S)</b>	
					<b>11. SPONSOR/MONITOR'S REPORT NUMBER(S)</b>	
<b>12. DISTRIBUTION/AVAILABILITY STATEMENT</b>						
<b>13. SUPPLEMENTARY NOTES</b>						
<b>14. ABSTRACT</b>						
<b>15. SUBJECT TERMS</b>						
<b>16. SECURITY CLASSIFICATION OF:</b>			<b>17. LIMITATION OF ABSTRACT</b>	<b>18. NUMBER OF PAGES</b>	<b>19a. NAME OF RESPONSIBLE PERSON</b>	
a. REPORT	b. ABSTRACT	c. THIS PAGE			<b>19b. TELEPHONE NUMBER (Include area code)</b>	

## INSTRUCTIONS FOR COMPLETING SF 298

**1. REPORT DATE.** Full publication date, including day, month, if available. Must cite at least the year and be Year 2000 compliant, e.g. 30-06-1998; xx-06-1998; xx-xx-1998.

**2. REPORT TYPE.** State the type of report, such as final, technical, interim, memorandum, master's thesis, progress, quarterly, research, special, group study, etc.

**3. DATES COVERED.** Indicate the time during which the work was performed and the report was written, e.g., Jun 1997 - Jun 1998; 1-10 Jun 1996; May - Nov 1998; Nov 1998.

**4. TITLE.** Enter title and subtitle with volume number and part number, if applicable. On classified documents, enter the title classification in parentheses.

**5a. CONTRACT NUMBER.** Enter all contract numbers as they appear in the report, e.g. F33615-86-C-5169.

**5b. GRANT NUMBER.** Enter all grant numbers as they appear in the report, e.g. AFOSR-82-1234.

**5c. PROGRAM ELEMENT NUMBER.** Enter all program element numbers as they appear in the report, e.g. 61101A.

**5d. PROJECT NUMBER.** Enter all project numbers as they appear in the report, e.g. 1F665702D1257; ILIR.

**5e. TASK NUMBER.** Enter all task numbers as they appear in the report, e.g. 05; RF0330201; T4112.

**5f. WORK UNIT NUMBER.** Enter all work unit numbers as they appear in the report, e.g. 001; AFAPL30480105.

**6. AUTHOR(S).** Enter name(s) of person(s) responsible for writing the report, performing the research, or credited with the content of the report. The form of entry is the last name, first name, middle initial, and additional qualifiers separated by commas, e.g. Smith, Richard, J, Jr.

**7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES).** Self-explanatory.

**8. PERFORMING ORGANIZATION REPORT NUMBER.** Enter all unique alphanumeric report numbers assigned by the performing organization, e.g. BRL-1234; AFWL-TR-85-4017-Vol-21-PT-2.

**9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES).** Enter the name and address of the organization(s) financially responsible for and monitoring the work.

**10. SPONSOR/MONITOR'S ACRONYM(S).** Enter, if available, e.g. BRL, ARDEC, NADC.

**11. SPONSOR/MONITOR'S REPORT NUMBER(S).** Enter report number as assigned by the sponsoring/monitoring agency, if available, e.g. BRL-TR-829; -215.

**12. DISTRIBUTION/AVAILABILITY STATEMENT.** Use agency-mandated availability statements to indicate the public availability or distribution limitations of the report. If additional limitations/ restrictions or special markings are indicated, follow agency authorization procedures, e.g. RD/FRD, PROPIN, ITAR, etc. Include copyright information.

**13. SUPPLEMENTARY NOTES.** Enter information not included elsewhere such as: prepared in cooperation with; translation of; report supersedes; old edition number, etc.

**14. ABSTRACT.** A brief (approximately 200 words) factual summary of the most significant information.

**15. SUBJECT TERMS.** Key words or phrases identifying major concepts in the report.

**16. SECURITY CLASSIFICATION.** Enter security classification in accordance with security classification regulations, e.g. U, C, S, etc. If this form contains classified information, stamp classification level on the top and bottom of this page.

**17. LIMITATION OF ABSTRACT.** This block must be completed to assign a distribution limitation to the abstract. Enter UU (Unclassified Unlimited) or SAR (Same as Report). An entry in this block is necessary if the abstract is to be limited.



**DEPARTMENT OF DEFENSE  
DEPARTMENT OF THE NAVY**

**FINDING OF NO SIGNIFICANT IMPACT (FONSI) FOR ENVIRONMENTAL ASSESSMENT  
(EA) FOR FORD ISLAND CONFERENCE CENTER, PEARL HARBOR, O'AHU, HAWAII**

Pursuant to the Council on Environmental Quality Regulations (40 Code of Federal Regulations Parts 1500-1508) implementing the National Environmental Policy Act, and the Office of the Chief of Naval Operations Instruction 5090.1B, the Department of the Navy (Navy) gives notice that an EA has been prepared and an Environmental Impact Statement is not required for the Ford Island Conference Center, Pearl Harbor, O'ahu, Hawai'i.

**Proposed Action:** Commander Navy Region Hawaii (CNRH) proposes to construct a new Conference Center of approximately 22,000 square feet (2,044 square meters) through the adaptive reuse of Building 89 (formerly the Ford Island Theater), a historic property, at Ford Island, O'ahu, Hawai'i. The project would include the partial demolition of Building 89 and the construction of a new facility within the footprint of the existing building. A number of building and design elements from Building 89 would be utilized in the design and construction of the new facility. The Proposed Action is an element of the "in-kind" consideration of the Ford Island Master Development Agreement (MDA), negotiated between Ford Island Properties, LLC and the Navy.

The purpose of the action is to provide a conference facility through implementation of a provision of the Ford Island MDA. The action is needed to meet the demand for meeting/conference facilities within the Pearl Harbor Naval Complex.

**Existing Conditions:** Building 89 is located within the boundaries of the U.S. Naval Base Pearl Harbor National Historic Landmark (PHNHL) and is deemed eligible for listing on the National Register of Historic Places as a contributing property to the PHNHL. Building 89 is located in an area designated in the Integrated Cultural Resources Management Plan for the PHNC as the Ford Island Community Center Sub-Area.

**Alternatives Analyzed:** Alternatives considered include New Construction and No Action. The New Construction Alternative would completely demolish Building 89 and locate the Conference Center on the site now occupied by Building 89. The No Action Alternative would not achieve the objectives of the Ford Island MDA, but was carried through the analysis as a benchmark to compare the magnitude of environmental effects of the alternatives, including the Proposed Action.

**Environmental Effects:** The Proposed Action would have an adverse effect on Building 89 due to its partial demolition and alterations to the interior. CNRH has complied with Sections 106 and 110(f) of the National Historic Preservation Act by affording the Advisory Council on Historic Preservation, the State Historic Preservation Officer (SHPO), the National Park Service and other parties the opportunity to participate in a consultation on the proposed undertaking, and executing a Memorandum of Agreement with the SHPO to mitigate potential effects. The Proposed Action would not result in significant impacts on the following resources: soils, topography, groundwater, air quality, noise, traffic, marine and terrestrial flora and fauna, utilities, drainage, hazardous and regulated materials, flood hazard, socio-economic factors, and land use compatibility. The Proposed Action would not create environmental health and safety risks that may disproportionately affect children or minority or disadvantaged populations. CNRH has determined that the Proposed Action would not have reasonably foreseeable direct or indirect effects on any coastal use or resource of the State's coastal zone.

**Finding:** Based on information gathered during preparation of the EA, the Navy finds that the proposed Ford Island Conference Center, Pearl Harbor, Hawai'i will not significantly impact human health or the environment.

The EA prepared by the Navy addressing this Proposed Action is on file and interested parties may obtain a copy from: Integrated Product Team Hawaii, Naval Facilities Engineering Command Pacific, 258 Makalapa Drive, Suite 100, Pearl Harbor, Hawai'i 96860-3134 (Attention: Mr. Andrew Huang, OPHEVAH), telephone (808) 474-3300. A limited number of copies on compact disk are available to fill single copy requests.

**JAN 14 2005**

Date



C.E. WEAVER  
Rear Admiral, U.S. Navy  
Commander, Navy Installations Command

**COVER SHEET**

Proposed Action	Construct a new conference center of approximately 22,000 square feet (2,044 square meters) through the adaptive reuse of Building 89 (former Ford Island Theater), at Ford Island, Pearl Harbor Naval Complex (PHNC), O`ahu, Hawai`i.
Type of Document	Environmental Assessment
Lead Agency	Commander Navy Region Hawaii
For Further Information	Mr. Andrew D. Huang, OPHEVAH Integrated Product Team Hawaii Naval Facilities Engineering Command Pacific 258 Makalapa Drive, Suite 100 Pearl Harbor, HI 96860 Telephone: 474-3300

**Summary**

This Environmental Assessment was prepared in accordance with the National Environmental Policy Act of 1969 (42 United States Code §4321, et seq.), as implemented by the Council on Environmental Quality regulations (40 Code of Federal Regulations §1500-1508) and the Office of the Chief of Naval Operations Instruction 5090.1B CH-4, Environmental and Natural Resources Program Manual of June 4, 2003.

Commander Navy Region Hawaii (CNRH) proposes to construct a new conference center of approximately 22,000 square feet (2,044 square meters) through the adaptive reuse of Building 89 (formerly the Ford Island Theater), a historic property, at Ford Island, O`ahu, Hawai`i. The action is needed to reduce the burden on other meeting facilities located elsewhere within the Pearl Harbor Naval Complex (PHNC). The project would include the partial demolition of Building 89 and the construction of a new facility within the footprint of the existing building. A number of building and design elements from Building 89 would be utilized in the design and construction of the new facility. The Proposed Action is an element of the "in-kind" consideration of the Ford Island Master Development Agreement (MDA), negotiated between Ford Island Properties, LLC (FIP) (formerly known as "Fluor Hawaii") and the Navy.

Alternatives considered include New Construction and No Action. The New Construction Alternative would completely demolish Building 89 and locate the conference center on the site now occupied by Building 89. The No Action Alternative would not achieve the objectives of the Ford Island MDA, but was carried through the analysis as a benchmark to compare the magnitude of environmental effects of the alternatives, including the Proposed Action.

Building 89 is located within the boundaries of the U.S. Naval Base Pearl Harbor National Historic Landmark (PHNHL) and is deemed eligible for listing on the National Register of Historic Places as a contributing property to the PHNHL. Building 89 is located in an area designated in the Integrated Cultural Resources Management Plan for the PHNC as the Ford Island Community Center Sub-Area.

The Proposed Action would have an adverse effect on Building 89 due to its partial demolition and substantial alterations to the interior. CNRH has complied with Sections 106 and 110(f) of the National Historic Preservation Act by affording the Advisory Council on Historic Preservation, the State Historic Preservation Officer (SHPO), the Secretary of the Interior, and other consulting parties the opportunity to comment on the proposed undertaking, and executing a Memorandum of Agreement with the SHPO to mitigate potential effects. The Proposed Action would not result in significant impacts on the following resources: soils, topography, groundwater, air quality, noise, traffic, marine and terrestrial flora and fauna, utilities, drainage, hazardous and regulated materials, flood hazard, socio-economic factors, and land use compatibility. The Proposed Action would not create environmental health and safety risks that may disproportionately affect children or minority or disadvantaged populations. CNRH has determined that the Proposed Action would not have reasonably foreseeable direct or indirect effects on any coastal use or resource of the State's coastal zone.





# TABLE OF CONTENTS

<b>ACRONYMS AND ABBREVIATIONS</b>	<b>iii</b>
<b>1.0 PURPOSE AND NEED FOR ACTION</b>	<b>1-1</b>
1.1 Summary of Proposed Action	1-1
1.2 Purpose and Need	1-1
1.3 Regulatory Overview	1-1
1.3.1 National Environmental Policy Act	1-1
1.3.2 Historic Sites Act of 1935	1-5
1.3.3 Section 106 and Section 110 National Historic Preservation Act	1-5
1.3.4 Coastal Zone Management Act	1-5
<b>2.0 ALTERNATIVES INCLUDING THE PROPOSED ACTION</b>	<b>2-1</b>
2.1 Introduction	2-1
2.2 Discussion of Alternatives	2-1
2.2.1 Proposed Action	2-1
2.2.2 New Construction	2-2
2.2.3 No Action	2-2
2.3 Environmental Effects of the Proposed Action and Alternatives Analyzed	2-2
<b>3.0 AFFECTED ENVIRONMENT</b>	<b>3-1</b>
3.1 Overview	3-1
3.2 Cultural Resources	3-3
<b>4.0 ENVIRONMENTAL CONSEQUENCES</b>	<b>4-1</b>
4.1 Overview	4-1
4.2 Cultural Resources	4-2
4.3 Cumulative Impacts	4-3
4.3.1 Overview	4-3
4.3.2 Cultural Resources	4-4
4.4 Possible Conflicts Between the Proposed Action and the Objectives of Federal Land Use Policies, Plans and Controls	4-4
4.4.1 Commander Navy Region Hawaii Regional Infrastructure Plan Overview Plan	4-4
4.4.2 Ford Island Development Plan	4-5
4.4.3 Coastal Zone Management Act	4-5
4.4.4 Programmatic Environmental Impact Statement	4-5
4.5 Relationship of Short-Term Uses and Long-Term Productivity	4-5
4.6 Irreversible and Irretrievable Commitment of Resources	4-6
4.6.1 Energy Requirements and Conservation Potential	4-6
4.7 Compliance with Other Executive Orders	4-7
4.8 Means of Mitigating Potentially Adverse Effects on Cultural Resources	4-8
<b>5.0 AGENCIES CONSULTED</b>	<b>5-1</b>
<b>6.0 REFERENCES</b>	<b>6-1</b>
<b>7.0 LIST OF PREPARERS</b>	<b>7-1</b>

## LIST OF FIGURES

1	Project Location Map.....	1-2
2	Facility Location Map.....	1-3
3	Building Photographs .....	1-4

## LIST OF TABLES

1	Summary of the Environmental Effects of the Proposed Action and Alternatives.....	2-3
---	--	-----

## APPENDICES

Appendix A	Memorandum of Agreement
------------	-------------------------

## ACRONYMS AND ABBREVIATIONS

ac	acres
ACHP	Advisory Council on Historic Preservation
ACM	asbestos containing materials
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
CNRH	Commander Navy Region Hawaii
CZMA	Coastal Zone Management Act
DoD	Department of Defense
EA	environmental assessment
EIS	environmental impact statement
FEMA	Federal Emergency Management Agency
FIDP	Ford Island Development Plan
FIP	Ford Island Properties, LLC
Ford Island MDA	Ford Island Master Development Agreement
ha	hectare(s)
HABS/HAER	Historic American Buildings Survey/Historic American Engineering Record
ICRMP	Integrated Cultural Resources Management Plan
IR	Installation Restoration
km	kilometer(s)
LBP	lead-based paint
LRLUP	Long Range Land Use Plan
m	meter(s)
m <sup>2</sup>	square meter(s)
MOA	Memorandum of Agreement
NAVFAC Pacific	Naval Facilities Engineering Command, Pacific
NEPA	National Environmental Policy Act
NHL	National Historic Landmark
NHPA	National Historic Preservation Act
NPS	National Park Service
NRHP	National Register of Historic Places
PEIS	Programmatic Environmental Impact Statement
OPNAVINST	Chief of Naval Operations Instruction
PHNC	Pearl Harbor Naval Complex
PHNHL	Pearl Harbor National Historic Landmark
RSIP	Regional Shore Infrastructure Plan
sf	square feet
SHPO	State Historic Preservation Officer
USC	United States Code
WW II	World War II



## 1.0 PURPOSE AND NEED FOR ACTION

### 1.1 Summary of Proposed Action

Commander Navy Region Hawaii (CNRH) proposes to construct a new conference center of approximately 22,000 square feet (sf) (2,044 square meters [m<sup>2</sup>]) through the adaptive reuse of Building 89 (formerly the Ford Island Theater), at Ford Island, O`ahu, Hawai`i. The conference center would provide meeting rooms with indoor and outdoor pre-function areas, a pantry area for catered functions, a public lobby and a loading and receiving area. The project location is shown in Figure 1. Building 89 is located to the west of Hornet Avenue (Figure 2 [facility location map] and Figure 3 [photographs]).

### 1.2 Purpose and Need

The purpose of the action is to provide a conference facility through implementation of a provision of the Ford Island Master Development Agreement (MDA). The action is needed to meet the demand for meeting/conference facilities within the Pearl Harbor Naval Complex (PHNC). In recognition of this long-standing shortage of meeting/conference facilities, the U.S. Navy has included Building 89 as part of the “in-kind” construction required by the Ford Island MDA negotiated between the Navy and Ford Island Properties, LLC (FIP) and executed in July 2003. The Ford Island MDA conveyed or out-leased real estate owned by the Navy in exchange for consideration that included “in-kind” construction projects on Ford Island, including utility system upgrades, roadway improvements, and adaptive re-use of Building 89. The Ford Island MDA was executed in accordance with Special Legislation, 10 United States Code (USC) §2814, in 1999.

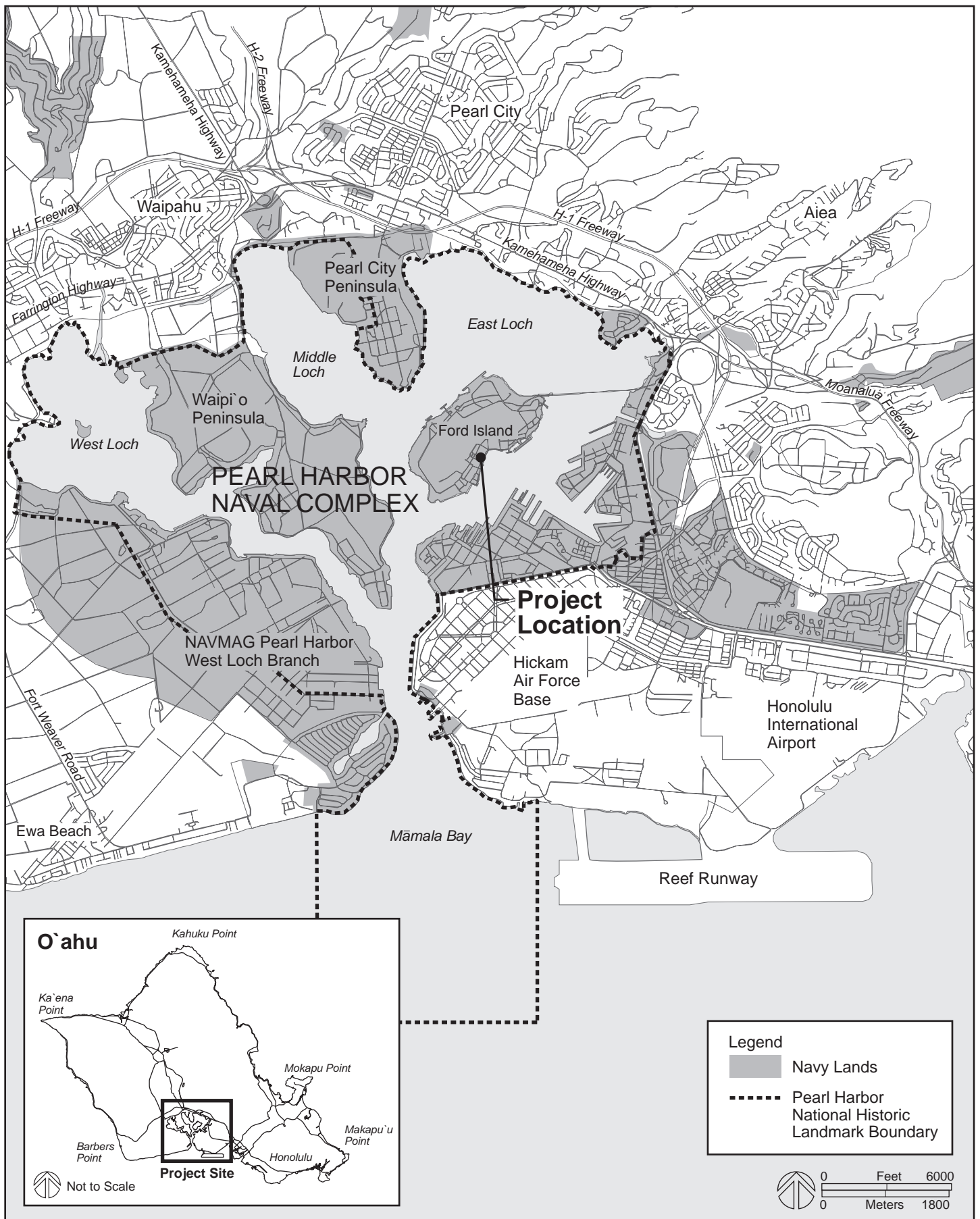
The environmental consequences of the development of Ford Island, which includes approximately 190,000 sf of new and renovated administrative space, were identified and addressed in the *Final Programmatic Environmental Impact Statement Ford Island Development* (PEIS) (Department of the Navy 2002). The Ford Island PEIS stated that, as specific projects (i.e., conference center) are proposed during the development of Ford Island, the Navy would conduct additional environmental review and, if appropriate, prepare tiered, project-specific environmental documents. The subject EA satisfies this requirement.

### 1.3 Regulatory Overview

The following is a discussion of the Federal laws and permits that may be relevant to implementing the Proposed Action.

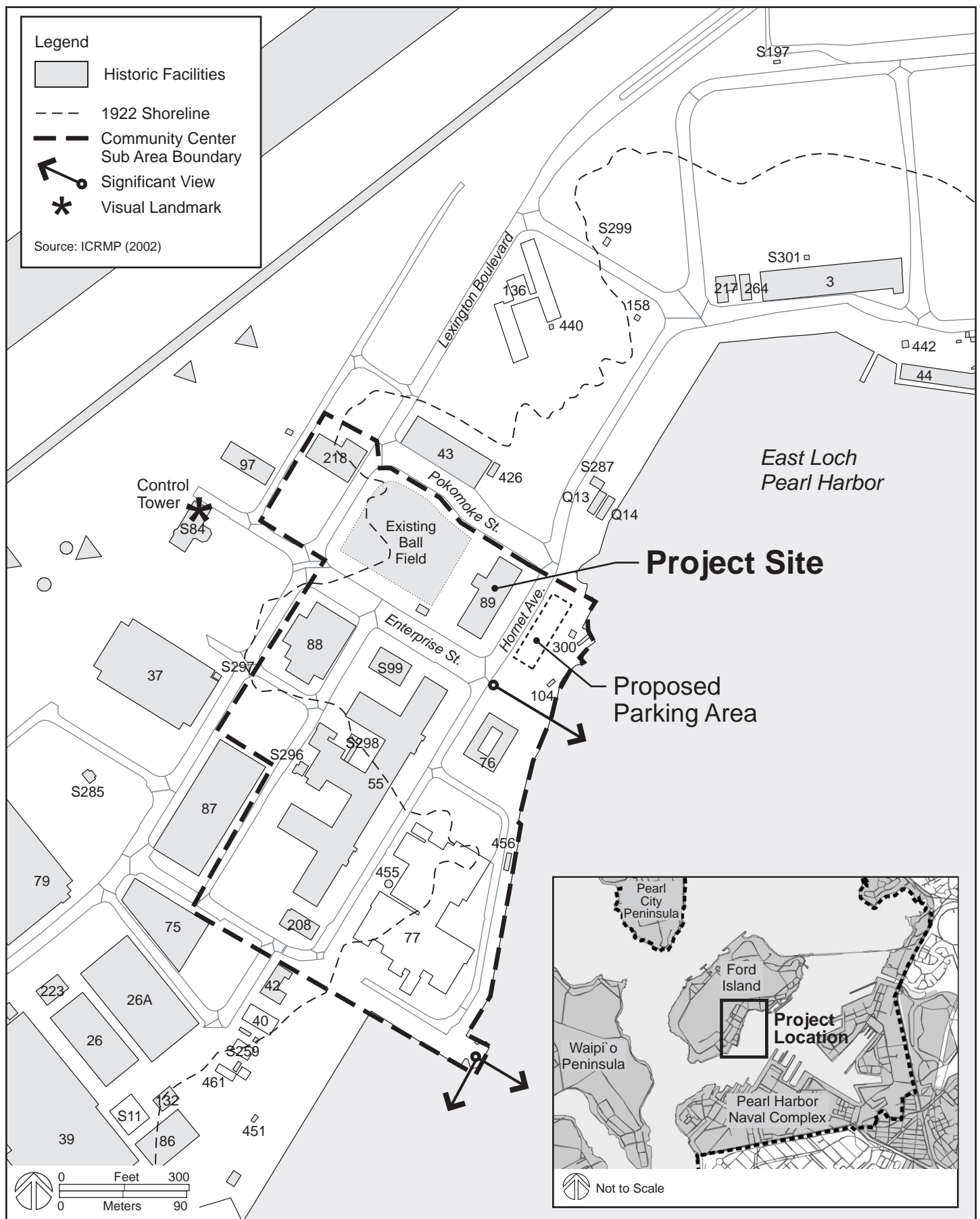
#### 1.3.1 National Environmental Policy Act

This environmental assessment (EA) was prepared in accordance with the National Environmental Policy Act (NEPA) of 1969, 42 USC §4321, as implemented by the Council on Environmental Quality (CEQ) regulations, 40 Code of Federal Regulations (CFR) Parts 1500-1508 and U.S. Navy guidelines, The Office of the Chief of Naval Operations Instruction (OPNAVINST) 5090.1B CH-4 (4 June 2003). This EA analyzes the potential impacts of the Proposed Action and reasonable alternatives and is intended



**Project Location Map**

**Figure 1**



**Facility Location Map**

**Figure 2**





View looks from waterfront across existing parking lot and Hornet Avenue at east facade of Building 89.



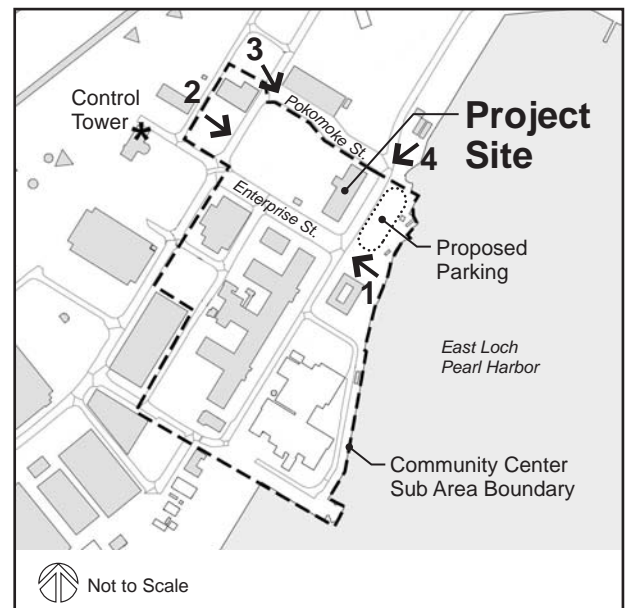
View shows rear of former theater across Pokomoke Street.



View looks at front of former theater from intersection of Hornet Avenue and Pokomoke Street, showing portico.



View looks toward Building 89 across Lexington Boulevard. Note ball field next to Building 89.



## Building Photographs

Ford Island Conference Center  
Environmental Assessment  
O'ahu, Hawai'i

Figure 3



to provide sufficient evidence and analysis for determining whether to prepare an environmental impact statement (EIS) or a Finding of No Significant Impact.

### 1.3.2 Historic Sites Act of 1935

The Historic Sites Act of 1935 (16 USC §461-467) establishes as a national policy the preservation of historic resources, including sites and buildings. This Act led to the establishment of the National Historic Landmarks program and the Historic American Building Survey/Historic American Engineering Records (HABS/HAER), a National Park Service (NPS) program that establishes standards for architectural and engineering documentation.

### 1.3.3 Section 106 and Section 110 National Historic Preservation Act

The National Historic Preservation Act (NHPA) of 1966, as amended (16 USC§470) recognizes the Nation's historic heritage and establishes a national policy for the preservation of historic properties as well as the National Register of Historic Places (NRHP). Section 106 of the NHPA requires Federal agencies to take into account the effects of Federal undertakings on historic properties, such as the U.S. Naval Base, Pearl Harbor National Historic Landmark (PHNHL), and affords the Advisory Council on Historic Preservation (ACHP) a reasonable opportunity to comment on such undertakings, and invite the Secretary of the Interior to participate in any Section 106 consultation for the PHNHL where there may be an adverse effect. The Section 106 process, as defined in 36 CFR §800, provides for the identification and evaluation of historic properties, for determining the effects of undertakings on such properties, and for developing ways to resolve adverse affects through the process of consultation. Section 110(f) of the NHPA requires the U.S. Navy to undertake actions to minimize harm to the PHNHL and afford the ACHP the opportunity to comment on proposed undertakings within the National Historic Landmark (NHL).

### 1.3.4 Coastal Zone Management

The purpose of the Coastal Zone Management Act (CZMA) is to encourage states to manage and conserve coastal areas as a unique, irreplaceable resource. The CZMA states that land subject solely to the discretion of the Federal government, such as Federal property that is owned or leased, is excluded from the State's coastal zone. However, Federal activities that directly affect the coastal zone are to be conducted in a manner consistent with the enforceable policies of Federally-approved State programs to the maximum extent practicable. The proponent of the Navy action must determine whether the action will affect any coastal use or resource in a coastal state.



## 2.0 ALTERNATIVES INCLUDING THE PROPOSED ACTION

### 2.1 Introduction

This chapter presents a discussion of the Proposed Action and alternatives, and a summary of the environmental consequences of the alternatives.

### 2.2 Discussion of Alternatives

#### 2.2.1 Proposed Action

The Proposed Action is to construct a new conference center through the adaptive reuse of Building 89 (formerly the Ford Island Theater), at Ford Island within the PHNC. The new conference center would have an overall building area of approximately 22,000 sf (2,044 m<sup>2</sup>). It would provide meeting rooms with indoor and outdoor pre-function areas, a pantry area for catered functions, a public lobby and a loading and receiving area. Other specific features of the project scope include the following:

- Partial demolition of Building 89, a three-story (including basement) concrete and concrete masonry unit structure with steel framed roof. A majority of the existing structure (i.e., stage, floor, roof, and exterior walls) would be demolished and rebuilt;
- Preservation of many existing building features, including the entry portico, basement, exterior pre-function area, exterior ticket booth, and concession stand (gazebo);
- Matching closely the footprint and exterior appearance of Building 89.
- Compliance with latest Americans with Disabilities Act and Anti-Terrorism/Force Protection design standards;
- Replication of exterior features of the north tower, the “brow” around the building, all exterior doors, external lighting features, and refurbishment of 22 of the original theater seats to be incorporated in the floor layout;
- Correction of existing structural deficiencies (related to seismic and wind-shear loads), including the use of driven piles for structural support; and
- Construction of a parking lot with approximately 80 parking spaces, southeast of the conference center, across Hornet Avenue. The parking lot would be landscaped.

Initially, the Proposed Action included the renovation of the entirety of Building 89. Preliminary analysis of the building (*Ford Island Conference Center Preliminary Structural Assessment of Building 89*, 2003) had determined a number of structural deficiencies present within the building, including those related to seismic events and wind shear load (Fluor Hawaii, 2003). Subsequent geotechnical analysis indicated that retrofitting structural design solutions to load-bearing walls would have been significantly more expensive than originally budgeted due to unstable soil conditions. Because renovation would not be economically feasible, the Proposed Action was amended to include partial demolition.

### 2.2.2 New Construction

The New Construction Alternative would involve the construction of a new conference center on the site of Building 89, after complete demolition of Building 89. The new conference center would also be able to provide an overall building area of approximately 22,000 sf (2,044 m<sup>2</sup>). Similar to the Proposed Action, the New Construction Alternative would be subject to achieving design compatibility with the historic setting of the area. The New Construction Alternative would utilize the same proposed parking area identified in the Proposed Action.

### 2.2.3 No Action

The No Action Alternative assumes that Building 89 would remain a vacant, unused building with structural deficiencies. Under the No Action Alternative, facility upgrades for conference facilities to address identified deficiencies would not occur, leaving the need for additional facilities unmet, and current operations and maintenance costs associated with Building 89 would continue. In addition, a key provision of the Ford Island MDA would not be accomplished. The No Action Alternative would not achieve the purpose and need for the project, but was carried through the analysis as a benchmark against which the environmental effects of the Proposed Action could be compared.

## **2.3 Environmental Effects of the Proposed Action and Alternatives Analyzed**

Table 1 summarizes the environmental effects of the Proposed Action, the New Construction Alternative, and the No Action Alternative, as discussed in Chapter 4, Environmental Consequences. Table 1 also summarizes the mitigation measures for the Proposed Action.

**Table 1:**  
**Summary of Environmental Effects of the Proposed Action and Alternatives**

Resource Issue	Proposed Action	New Construction Alternative	No Action
Cultural Resources	<p>Adverse effect on historic property (partial demolition of Bldg. 89).</p> <p>No impact on significant historic views or archaeological resources.</p> <p>Mitigation: CNRH concluded consultations in accordance with 36 CFR §800 by executing a Memorandum of Agreement (MOA) with State Historic Preservation Officer, that stipulates ways to resolve, or mitigate, the adverse effects on historic properties.</p>	<p>Adverse effect on historic property (complete demolition of Bldg. 89).</p> <p>No impact on significant historic views or archaeological resources.</p> <p>Cumulative impact on the PHNHL (complete demolition of Bldg. 89).</p>	No impact.
Soils, topography, groundwater, air quality, noise, marine and terrestrial flora and fauna, utilities, storm drainage, traffic, hazardous and regulated materials, flood hazard, socio-economic factors, land use compatibility.	No significant impact. Demolition activities would require that regulated or hazardous materials in building materials be managed in accordance with applicable State and Federal regulations.	Same as the Proposed Action.	No impact.



## 3.0 AFFECTED ENVIRONMENT

This chapter describes the environmental setting and baseline conditions of the environmental resources within the area of the Proposed Action and alternatives.

### 3.1 Overview

The project area is located in the southeast section of Ford Island, within the PHNC, west of Hornet Avenue, south of Pokomoke Street, and north of Hornet Avenue. Building 89 is a World War II (WW II)-era concrete and concrete masonry unit structure. Ford Island is a vital part of the active PHNC. The island is about 450 acres (ac) (181.2 hectares [ha]) in size, about one mile long by ¼-mile wide (1.6 kilometers (km) by 0.8 km wide). Ford Island is located within the PHNHL and retains numerous historic facilities and structures associated with the projection of U.S. naval power in the Pacific, including the Japanese attack on December 7, 1941. Included among these facilities is Building 89, classified by the Navy as a Category II historic property.<sup>1</sup> Land uses in the vicinity include a mix of military operational and training facilities, family housing units, and Bachelor Quarters. Landside support facilities for the Battleship *Missouri* Memorial, including employee parking, are also located on Ford Island adjacent to the ship at Pier F-5. The center of the island is dominated by the WW II-era airfield, which was closed in 1999.

Building 89 is a 17,012 sf (1,580 m<sup>2</sup>) three-story structure (with basement) constructed in 1943 as a movie theater, included as part of other recreational facilities to boost wartime morale. The building was constructed with a concrete floor slab on pier foundation with a basement at the entry lobby end, and measures 162 feet (49.4 meters[m]) in length, 88 feet (26.8 m) in width, and 42 feet (12.8 m) in height. Currently, a 10-foot (3 m) chain link fence surrounds the area immediately around Building 89.

Preliminary project scoping indicated that the Proposed Action would not impact most of the environmental resources addressed herein, with the exception of cultural resources. Therefore, this resource area is addressed in greater detail.

**Physical Conditions** (*soils, topography, groundwater, air quality, noise*). Similar to the rest of Ford Island, the topography of the project site is relatively flat, with a gentle slope toward the shoreline (southeast). The existing surface of the project site is predominantly paved, as is the surface of the area identified for parking on the southern side of Hornet Avenue. Soils at the project site consist of mixed fill land, as the area is seaward of the shoreline identified in 1922 (CNRH, 2002). Ground elevation near Building 89 is about 11 feet (3.4 m) above mean sea level. There are no potable water aquifers underlying the project area (or elsewhere at Ford Island). Criteria pollutant levels (air quality) in the State of Hawai'i, including the PHNC, are well below State and Federal ambient air quality standards. The existing noise environment in the vicinity of the project site is primarily associated with ambient noise consisting of equipment, machinery, and vehicular traffic associated with general activities in this area of Ford Island.

---

<sup>1</sup> The Pearl Harbor Cultural Resources Management Plan (CNRH, 2000) defines historic categories as follows: I = aspects of the built environment that possess major historic significance and are worthy of long-term preservation; II = possess sufficient historic significance to merit consideration for long-term preservation, but do not meet the criteria for assignment to Category I; III = possess sufficient historic significance to merit consideration in planning and decision making, but are not assignable to Category II; IV = do not possess sufficient historic significance or are lacking in importance and are not eligible for the NRHP.

**Biological Resources** (*marine and terrestrial flora and fauna*). Building 89 is not adjacent to or within a biologically sensitive area. There are no resident Federally or State listed endangered, threatened or candidate terrestrial species within the area of the project site. The affected area does not include any marine environments. There are no critical habitats or wetlands within or adjacent to the project area. The area surrounding Building 89 is completely developed and mostly paved, with the exception of the ball field northwest of the building, which is planted with grass. There are 11 mature Royal Palm trees (*royostonea regia*) along the three sides of Building 89 that have street frontage (Hornet Avenue, Pokomoke Street, Enterprise Street).

**Infrastructure** (*utilities, storm drainage, traffic*). The project area is serviced by existing water, wastewater, and electrical systems. As part of the Ford Island MDA, FIP is improving the roadways, wastewater system, telecommunications system, and electrical distribution system on the island. The Navy is improving the potable water system, while Hawaiian Electric Company (HECO) is responsible for building a new electrical substation and submarine transmission line to Ford Island. Approximately 70 percent of the surface area of Ford Island is paved or covered with structures. Presently, runoff from the roof of Building 89 is directed via downspouts to a system which releases stormwater underground (but not to a storm drain). Across most of the island, including the project area, storm water sheet flows toward the ocean, or collects in unpaved (retention) areas. Vehicular and pedestrian access to Ford Island from PHNC is from Kamehameha Highway, via the Admiral Clarey Bridge/Ford Island Boulevard.

**Health and Safety** (*hazardous and regulated materials, flood hazard*). Two Installation Restoration (IR) program sites had been previously identified in the vicinity of the project area. The first site is a system of storm water drains serving the area around Building 43, which is located northwest of Building 89 across Pokomoke Street. The second site is a transformer located west of Building 89 (Department of the Navy, 2002). Both sites have been remediated (Department of the Navy, 2003, and August 2004). Asbestos containing materials (ACM) and lead-based paint (LBP) were identified at the building. There is also a potential that soils have been affected by chlordane (termite pesticide).

The project area is in Zone D (undetermined flood hazard) on Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps. Civil defense information indicates that the rise in water level within Pearl Harbor due to a tsunami event would be 4 feet (1.2 m) (Department of the Navy, 2002).

**Socio-Economic Factors** (*population; employment; effects on children, disadvantaged and minority populations*). In 2000, the population of the City and County of Honolulu (in which the project area is located) was 876,156 (U.S. Department of Commerce, 2004). In 2003, there were 8,381 active-duty shore-based Navy personnel and 12,515 Navy family members in Hawaii (State of Hawai'i, 2004, Table 10.07). In 2003, there was an average of 420,400 nonagricultural jobs in the City and County of Honolulu (State of Hawai'i, 2004, Table 10.15). In 2003, there were about 9,293 direct-hire Navy civilian jobs in Hawai'i (State of Hawai'i, 2004, Table 10.07). Because the project area is located within a Navy installation, access to it is restricted to Navy personnel, dependents, contractors, and invited guests. Members of the general population do not frequent the project area.



**Land Use Compatibility.** A small ball field is located adjacent to and northwest of the project site. The northern end of Building 55 (Bachelors Quarters) is within 150 feet (45.7 m) of the project site. The closest existing family housing units are 0.5 mile (0.8 km) from the project site.

### 3.2 Cultural Resources

The NHPA defines historic property as “any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in the National Register...” (16 USC 470w). For the purposes of this EA, the terms “historic properties” and “cultural resources” are used synonymously.

There is little specific information on how Ford Island was used in the pre-contact and post-contact periods. Given the island’s lack of freshwater source, habitation was probably limited to temporary or short-term periods while fishing or collecting *pili* grass for thatching. Sugarcane cultivation began on the island in the early 1800s and ended by 1914 as the island gradually moved into military use. There is no evidence of pre-contact or post-contact archaeological sites on the island today due to past extensive land alteration activities. The Proposed Action is located in an area that was filled when the island was expanded to accommodate the construction of additional facilities.

Ford Island is located within the boundaries of the U.S. Naval Base PHNHL. Today the island contains historic buildings and structures that represent military development of the U.S. Navy and Army in Hawaii spanning the two world wars. The Proposed Action and the New Construction Alternative are located in an area designated in the Integrated Cultural Resources Management Plan (ICRMP) for the PHNC (CNRH 2002) as the Community Center Sub-Area.

The project site for both the Proposed Action and New Construction Alternative is Building 89, the former theater, which was constructed in 1943 as part of build-up of facilities on Ford Island during WW II. In close proximity to Building 89 are other historic facilities in the Community Center Sub-Area such as Building 55, Bachelors Quarters (built in 1936), ball field S395 (built in 1942), Building S99, a bombproof shelter (constructed in 1942), the clinic built in 1941, Building 218, the former bowling alley (built in 1943), Building S84, former Control Tower (built in 1942) and Building 88, the former laundry (built in 1942). Building 89, the ball field and adjacent historic facilities are deemed eligible for listing on the National Register of Historic Places as contributing to the significance of the PHNHL for their roles in providing support to the Pacific Fleet before and during WW II (see Figure 2).

Significant views have been identified in ICRMP at the seaward end of Enterprise Street looking toward the harbor, and on the harbor fronting Building 77 looking south and east (see Figure 2).



## 4.0 ENVIRONMENTAL CONSEQUENCES

### 4.1 Overview

This chapter evaluates the probable direct, indirect, short-term, long-term, and cumulative impacts of the Proposed Action and two alternatives analyzed (New Construction and No Action) on relevant environmental resources. The environmental consequences of the overall development of Ford Island, which the proposed conference center is a part of, were identified and addressed in the PEIS and are considered here.

**Physical Conditions** (*soils, topography, groundwater, air quality, noise*). The Proposed Action would not involve changes to existing topography, because the existing footprint of Building 89 would be maintained. The New Construction Alternative would also have no impact to topography. There would be some short-term impacts to air quality and noise as a result of construction activities for the Proposed Action and the New Construction Alternative, but these are not considered significant. No significant long-term impacts to topography, soils, water resources, infrastructure, air quality, or noise are anticipated. The No Action Alternative would have no impacts to these resources.

**Biological Resources** (*marine and terrestrial flora and fauna*). The Proposed Action and the New Construction Alternative would not impact biological resources, including threatened species. There are no critical habitats or wetlands within or adjacent to the project area and none would be affected by the Proposed Action and the New Construction Alternative. Demolition activities would be conducted in a manner to avoid disturbance to the 11 Royal Palm trees in the vicinity of Building 89. The No Action Alternative would have no impacts to these resources.

**Infrastructure** (*utilities, storm drainage, traffic*). The Proposed Action and the New Construction Alternative would slightly increase the current demand on utilities at Ford Island (e.g., electricity, wastewater, water, telecommunications). However, the development of the conference center has long been considered as part of the overall redevelopment of Ford Island, and plans have been made to upgrade and overhaul the entire utility system for the island. FIP, the Navy, and HECO are each responsible for upgrades to portions of the utility infrastructure at Ford Island. Stormwater will continue to be directed for underground dispersal without a storm drain.

Traffic conditions at the intersection of Ford Island Boulevard and Kamehameha Highway were recently reevaluated (Wilbur Smith Associates, February 2004) (see Figure 1) using the development program proposed by the Ford Island Development Plan (FIDP) (including the Proposed Action). Traffic associated with the Proposed Action and New Construction Alternative can be accommodated within acceptable levels of service at the Kamehameha Highway/Ford Island Boulevard intersection. The No Action Alternative would have no impacts to these resources.

**Health and Safety** (*hazardous and regulated materials, flood hazard*). The Proposed Action and the New Construction Alternative would not impact IR sites. Recycling and reuse measures are encouraged to minimize the quantities of demolition and construction waste and to divert solid waste from landfill sites. Demolition and construction activities would require that ACM and LBP be managed in accordance with

applicable State and Federal regulations. Demolition contract terms and conditions would be included to minimize releases to the environment and to protect demolition and construction personnel. If chlordane is found prior to commencement of construction activities, contaminated soil would require management in accordance with applicable State and Federal Regulations.

The Proposed Action and the New Construction Alternative are located in Zone D (undetermined flood hazard) as designated on FEMA Flood Insurance Rate Maps; therefore compliance with Federal floodplain management policies is not required.

The No Action Alternative would have no impacts to health and safety.

**Socio-Economic Factors** (*population; employment; effects on children, disadvantaged and minority populations*). The Proposed Action and the New Construction Alternative would not impact long-term population or employment levels in the City and County of Honolulu, or the State of Hawai'i. A small number of permanent jobs (approximately 10) would be created for the administration of the proposed conference center. Demolition and construction activities associated with the Proposed Action and New Construction Alternative would create short-term employment opportunities. The No Action Alternative would have no impacts to these resources, other than leaving unmet the need for additional conference facilities.

**Land Use Compatibility.** No significant direct, indirect, short-term, or long-term land use compatibility impacts are anticipated from the Proposed Action and the New Construction Alternative. The primary projected land uses in the vicinity of the project site as identified in the FIDP are visitor attractions, food/commercial, and transient bachelor housing and family housing. The adaptive reuse of Building 89 as a conference center would not impact use of the ball field or its value as a historic ball field.

The No Action Alternative would have no impact to land use compatibility.

## 4.2 Cultural Resources

For the purposes of this analysis, significant cultural resources are those properties listed or eligible for listing in the NRHP. As defined in the implementing regulations for Section 106 of the NHPA, impacts of an undertaking on significant cultural resources are considered adverse if they "diminish the integrity of the property's location, design setting, materials, workmanship, feeling, or association" [36 CFR § 800.9 (b)]. Examples of adverse effects include, but are not limited to, the following:

- Physical destruction, damage, or alteration of all or part of the property;
- Isolation of the property from, or alteration of the character of, the property's setting when that character contributes to the property's qualification for listing on the NRHP;
- Introduction of visual, audible, or atmospheric elements that are out of character with the property, or alter its setting;
- Neglect of a property resulting in its deterioration or destruction; and
- Transfer, lease, or sale of the property [36 CFR § 800.9 (b)].

The Proposed Action would have adverse effects on Building 89 due to the demolition of a portion of the building and substantial alterations to the interior. CNRH consulted with the SHPO, National Park Service, Historic Hawaii Foundation, and National Trust for Historic Preservation to develop measures that would minimize and mitigate the adverse effects on Building 89. The ACHP was notified and invited to participate in the consultation. ACHP declined to participate because the Proposed Action is an undertaking that would not normally require their involvement in individual Section 106 cases, in accordance with 36 CFR Part 800, Appendix A.

The Proposed Action would not adversely affect historic facilities in the vicinity of Building 89. Significant views identified in the ICRMP, including those of the former Air Control Tower, a visual landmark, would remain unaffected. Building 89 would be rebuilt on the same footprint of the demolished portion. Architectural elements in the preserved portion would be retained, refurbished, or replaced. Overall, the appearance of the conference center will match the original exterior appearance of Building 89.

In accordance with 36 CFR § 800.6(c), the Navy has executed a Memorandum of Agreement with the consulted parties, attached to this EA as Appendix A, which stipulates measures for the Navy to carry out in order to minimize and mitigate the adverse effects on Building 89. A summary of the stipulations is presented in Section 4.8, Means of Mitigating Adverse Effects on Cultural Resources.

Under the Proposed Action, CNRH would fulfill its responsibility under Section 110(f) of the NHPA. The proposed adaptive reuse of Building 89 for a conference center would minimize harm to the PHNHL by retaining a property which contributes to its significance.

The New Construction Alternative would also have adverse effects on Building 89. Building 89 would be totally demolished and would be replaced with a larger building.

Under the New Construction Alternative, historic facilities adjacent to Building 89 would not be adversely affected.

No cultural resources would be adversely affected under the No Action Alternative.

### **4.3 Cumulative Impacts**

#### **4.3.1 Overview**

Cumulative impacts on environmental resources result from the incremental effects of development and other actions when evaluated in conjunction with other government and private past, present, and reasonably foreseeable future actions. The analysis of cumulative impacts was conducted on a qualitative basis and includes the implementation of the FIDP. The cumulative impacts associated with an overall development program for Ford Island were evaluated as part of the PEIS. Additional environmental review, and, as appropriate, tiered, project-specific environmental documents were anticipated as development of Ford Island progressed. This EA is consistent with the approach to the analysis of environmental impacts outlined in the PEIS.

The Proposed Action would not result in direct or indirect adverse effects on the resource areas described above, and is not expected to contribute to cumulative impacts on those resource areas, when evaluated in conjunction with other government and private past, present and foreseeable future actions.

The Proposed Action and the New Construction Alternative would not alter the existing topography, impact potable water aquifers, or adversely affect biological resources of concern. They would not result in a net increase in utility demand or traffic that is not already contemplated. The Proposed Action and the New Construction Alternative would not increase risk to human health and safety or impact long-term population and employment levels in the City and County of Honolulu or the State of Hawai'i, nor would they disproportionately affect children or minority or disadvantaged populations. The Ford Island MDA and the FIDP both contemplate the reuse of Building 89. Thus, the Proposed Action and the New Construction Alternative would not have a cumulative impact on land use compatibility.

Other than the effects resulting from not addressing the deficiencies of existing conference facilities, the No Action Alternative would not result in any cumulative impacts.

#### 4.3.2 Cultural Resources

A Programmatic Agreement (PA) with ACHP and SHPO was entered to address potential effects of the Ford Island Development Program on historic properties (CNRH, December, 2001). The PA stipulates the review of individual projects at Ford Island and sets out provisions to address potential effects of the lease and sale of lands on historic properties that would comprise the Ford Island MDA. The MOA which covers the Proposed Action (Appendix A), is consistent with the approach documented in the PA (i.e., review of individual projects). With the implementation of the conditions of the PA and the MOA, cumulative impacts on cultural resources would not be significant. The New Construction Alternative, on the other hand, would contribute to cumulative impacts on cultural resources, when evaluated in conjunction with future development projects on Ford Island, as this alternative has the potential to have adverse effects on the PHNHL because it involves the complete demolition of Building 89.

### **4.4 Possible Conflicts Between the Proposed Action and the Objectives of Federal Land Use Policies, Plans and Controls**

#### 4.4.1 Commander Navy Region Hawaii Regional Infrastructure Plan Overview Plan

The CNRH Regional Shore Infrastructure Plan (RSIP) Overview (2002) is intended to direct future planning and management decisions. Guiding principles of the plan emphasize:

- Protection of operational capabilities and mission readiness.
- Reduction of shore infrastructure costs and the reuse, divestiture or demolition of underutilized facilities.
- Optimized land use/facility locations.

The RSIP Overview recognized the adoption of the Special Legislation that provided the framework to execute the Ford Island MDA between FIP and the Navy (10 USC §2814). The Overview Plan identifies the project area to be used for “Reuse and Revenue Enhancement.” Because the conference center is an integral aspect of the construction projects to be provided for the Navy by FIP, in exchange for the conveyance or out-lease of substantial real estate assets owned by the Navy, the Proposed Action and New Construction Alternative are consistent with the guiding principals of the Overview.

#### 4.4.2 Ford Island Development Plan

The FIDP was prepared to assess and recommend uses for Navy-retained historic facilities as well as development opportunities on Navy-retained lands. It is intended to serve as a guide for CNRH in evaluating future Navy and tenant development and relocation proposals for Ford Island. The FIDP recognizes the elements of the Ford Island MDA, including several “in-kind” construction projects. The Proposed Action and the New Construction Alternative are one of these construction projects, and is therefore, consistent with the FIDP.

#### 4.4.3 Coastal Zone Management Act

The purpose of the CZMA is to encourage states to manage and conserve areas as a unique, irreplaceable resource. The project area is on Federal property and is excluded from the State’s coastal zone, as defined by the CZMA. Federal activities that directly affect the coastal zone are to be conducted in a manner consistent with the enforceable policies of a Federally approved State program to the maximum extent possible. CNRH has determined that the Proposed Action or the New Construction Alternative would not have reasonably foreseeable direct or indirect effects on any coastal use or resource of the State’s coastal zone. Therefore, no further analysis is required to be submitted to the Hawai‘i Coastal Zone Management Program Office.

#### 4.4.4 Final Programmatic Environmental Impact Statement Ford Island Development

The PEIS analyzed the potential impacts of the proposed Ford Island Development Program (Department of the Navy, 2002). This document was prepared prior to CNRH’s effort to complete the FIDP which identifies the current development profile for Ford Island. It was anticipated by the PEIS that additional environmental review, and, as appropriate, tiered, project-specific, environmental documents would be prepared as projects were proposed during the future development of Ford Island. In this manner, this EA is consistent with the PEIS.

### **4.5 Relationship of Short-Term Uses and Long-Term Productivity**

This section lists the trade-offs between short-term and long-term gains and losses due to the Proposed Action. “Short-term” refers to the construction period; “long-term” refers to the operational period.

The Proposed Action and the New Construction Alternative would have the following short- and long-term gains and losses:

### Short-term

- Short-term air quality, noise and traffic impacts during construction activities;
- Short-term economic gains such as avoidance of repairs and maintenance to Building 89;
- Short-term economic gains associated with the employment created with design and construction of the new conference facility;

### Long-term

- Long-term loss of cultural resources (see Section 4.7 for means of mitigating potentially adverse impacts on cultural resources);
- Long-term productivity gains through the elimination of operation and maintenance expenditures on a vacant facility;
- Long-term productivity gains with the construction of an efficient, state-of-the-art conference center; and

In addition, the New Construction Alternative would cause the long-term loss of Building 89.

The No Action Alternative would have a continued long-term cost for repair and maintenance of an unused facility as well as the opportunity cost associated with the inefficient occupation of the project area.

## **4.6 Irreversible and Irretrievable Commitment of Resources**

Resources that are committed irreversibly or irretrievably are those that cannot be recovered if the proposed project is implemented. Partial demolition will irretrievably and irreversibly remove elements of the historic property. The Proposed Action and New Construction Alternative would utilize fiscal resources, labor, construction equipment and materials, in addition to a long-term commitment of energy resources to provide electricity and other support to the new conference center. The No Action Alternative would commit fiscal resources irreversibly and irretrievably to the continuing maintenance of a deteriorating structure, and continue the unmet need for additional conference facilities.

### 4.6.1 Energy Requirements and Conservation Potential

The Proposed Action and the New Construction Alternative would have a slight net increase in the energy budget for PHNC because a vacant building would be replaced by a functional and fully utilized facility. Both alternatives would comply with design energy budgets specified in MIL-HDBK 1190, Naval Facilities Engineering Command letter 11100, Ser 15C of June 5, 1995 and 10 CFR 435, which would be included as specifications for the project.

In addition, other methods of promoting energy savings and conservation could be incorporated into the design and construction of a new facility. Policies adopted by Naval Facilities Engineering Command, Pacific (NAVFAC Pacific)<sup>2</sup> established a general

<sup>2</sup> U.S. Department of the Navy, Naval Facilities Engineering Command, *Naval Facilities Engineering Command Planning and Design Policy Statement 98-01 Design of Sustainable Facilities and Infrastructure*. June 1998.

U.S. Department of the Navy, Naval Facilities Engineering Command, *Naval Facilities Engineering Command Planning and Design Policy Statement 98-02 Criteria Supporting the Design of Sustainable Facilities and Infrastructure*. June 1998.



framework suitable for the inclusion of sustainability principles and concepts early in the design of new facilities. Examples of initiatives addressed by these principles include:

- Increased energy conservation and efficiency;
- Increased use of renewable energy resources;
- Selection of materials and products based on their life-cycle environmental impacts;
- Increased use of materials and products with recycled content; and
- Recycling of construction waste and building materials after demolition.

These requirements would be written into the design specifications for the project.

The Proposed Action and the New Construction Alternative would also comply with the following Executive Orders relating to energy conservation:

#### **Executive Order 13101, Greening the Government Through Waste Prevention, Recycling, and Federal Acquisition**

Executive Order 13101 (16 September 1998) is intended to improve the Federal government's use of recycled products and environmentally preferable products and services. It states that pollution that cannot be prevented or recycled should be treated in an environmentally safe manner. Disposal should be employed only as a last resort. The Proposed Action and the New Construction Alternative would incorporate efficient waste handling and provisions for recycling waste products. Demolition debris and construction waste will be recycled to the maximum extent possible. The remaining demolition debris and construction waste will be disposed of at a State-permitted disposal facility by the demolition contractor.

#### **Executive Order 13123, Greening the Government Through Efficient Energy Management**

Executive Order 13123 (8 June 1999) requires the Federal government to improve its energy management for the purpose of saving taxpayer dollars and reducing emissions that contribute to air pollution and global climate change. Federal agencies are required to reduce greenhouse gas emissions; reduce energy consumption per square foot of facility; strive to expand use of renewable energy; reduce the use of petroleum within its facilities; and reduce water consumption.

The Proposed Action and the New Construction Alternative would be required to incorporate energy-efficient designs and techniques that would serve to minimize the overall energy consumption of the new conference center.

### **4.7 Compliance with Other Executive Orders**

This section describes how the Proposed Action, the New Construction Alternative and the No Action Alternative comply with other relevant Executive Orders.

**Executive Order 12898, Environmental Justice**

The Navy is required to identify and address the potential for disproportionately high and adverse human health and environmental effects of their actions on minority and low-income populations. Building 89 is located well within the PHNC (Ford Island), in an area that does not have a disproportionate number of minorities or low-income persons. Thus, the Proposed Action and the New Construction Alternative are not expected to negatively impact minority or low-income populations. For the No Action Alternative, Building 89 will continue to be secured against unauthorized entry. Therefore, the No Action Alternative will not disproportionately impact minority or low-income populations.

**Executive Order 13045, Protection of Children from Environmental Health Risks and Safety Risks**

Executive Order 13045 (21 April 1997) requires Federal agencies to make it a high priority to identify and assess environmental health and safety risks that may disproportionately affect children; and ensure that its policies, programs, activities, and standards address disproportionate risks to children that result from environmental health or safety risks.

Children are not known to frequent the project site, and a 10-foot (3.0 m) fence surrounds the vacant Building 89. For the Proposed Action and the New Construction Alternative, demolition would remove or abate the hazardous and regulated materials in the building to minimize exposure risks to all personnel, including children, who may pass through the construction site. For the No Action Alternative, Building 89 would continue to be secured against unauthorized entry and no environmental health or safety risks to children are expected.

**Executive Order 13148, Greening the Government Through Leadership in Environmental Management**

Executive Order 13148 (21 April 2000) requires Federal agencies to meet goals and requirements in the following areas: environmental management; environmental compliance; right-to-know and pollution prevention; release and use reductions of toxic chemicals and hazardous substances; reductions in ozone-depleting substances; and environmentally beneficial landscaping.

Under the Proposed Action and New Construction Alternative, removal and disposal of demolition or construction debris containing hazardous substances will be performed according to State and Federal requirements, in order to eliminate harm to human health and the environment from release of pollutants. Under the No Action Alternative, any hazardous materials present in the facility would not be disturbed.

**4.8 Means of Mitigating Potentially Adverse Effects on Cultural Resources**

This EA identified adverse effects on cultural resources from the Proposed Action. The MOA (Appendix A) includes a number of stipulations to minimize and mitigate the adverse effects on Building 89. These are summarized in the following:

- The project design shall provide for rebuilding the structurally unstable portion of the building to match the exterior appearance of the original building based on current accurate exterior “as built” drawings and specifically will incorporate the following:
  1. Replicate the exterior features of the north tower.
  2. Block the entry to the exterior north tower stair and retain existing handrails “as is” if possible. If the current handrails can’t be reused then replicate them.
  3. Reconstruct the ticket booth at the portico.
  4. Retain and refurbish 22 of the original theater seats and incorporate in the floor layout. Incorporate the end panels at both ends of each seating row.
  5. Replicate all exterior doors.
  6. Bring the banister at the entry portico to meet codes by using details similar to the existing metal rails.
  7. Install ADA accessibility lift in the location identified in the MOA.
  8. Retain existing palm trees along Hornet Avenue.
  9. Repair the concession stand (similar to a gazebo) located outside the west end of the north wall based on historic drawings and photographs.
  10. Replicate the “brow” around the exterior of the building.
  11. Replicate the external lighting fixtures located around the building, specifically under the portico and brow.
  12. Refurbish, if possible, the three (3) second floor window frames. If they cannot be saved, they would be replaced.
- Consulting parties will be provided opportunities to review the project design.
- Consulting parties will be provided opportunities for post-construct review via site visits.
- CNRH will amend the Historic American Buildings Survey (HABS) report, HABS HI-296, to include additional exterior photographic and written documentation and photographic reproduction of select historic interior views.



## **5.0 AGENCIES CONSULTED**

### **Federal**

Advisory Council on Historic Preservation  
National Park Service

### **State of Hawai'i**

Department of Land and Natural resources, State Historic Preservation Officer

### **Other**

Historic Hawai'i Foundation  
National Trust for Historic Preservation



## 6.0 REFERENCES

- Department of the Navy. CNRH. *Commander Navy Region Hawaii Regional Shore Infrastructure Plan Overview Plan*. Prepared by Helber Hastert & Fee, Planners under contract with Pacific Division, Naval Facilities Engineering Command. November 2002.
- \_\_\_\_\_. CNRH. *Ford Island Development Plan*. Prepared by Helber Hastert & Fee, Planners under contract with Commander, Pacific Division Naval Facilities Engineering Command. May 2004
- \_\_\_\_\_. CNRH. *Pearl Harbor Naval Complex Integrated Natural Resources Management Plan*. Prepared by Helber Hastert & Fee, Planners under contract with Pacific Division Naval Facilities Engineering Command. October 2001.
- \_\_\_\_\_. CNRH. *Integrated Cultural Resources Management Plan for Pearl Harbor Naval Complex*. Prepared by Helber Hastert & Fee, Planners under contract with Pacific Division, Naval Facilities Engineering Command. March 2002.
- \_\_\_\_\_. CNRH. *Pearl Harbor Naval Complex Cultural Resources Management Plan*. Prepared by Paul H. Rosendahl, PhD. Inc., et al. under contract with Pacific Division, Naval Facilities Engineering Command. August 2000.
- \_\_\_\_\_. *Programmatic Agreement Among U.S. Navy, ACHP, and Hawaii SHPO Regarding the Program of: Sale or Lease of Certain Navy Properties and the Adoption of a Master Development Plan for Ford Island*. December 2001.
- \_\_\_\_\_. *Final Programmatic Environmental Impact Statement Ford Island Development Pearl Harbor, Hawai'i*. Prepared by Belt Collins Associates. January 2002.
- \_\_\_\_\_. *Ford Island Conference Center Focus Worksession*. Prepared by Fluor Hawaii. February 2003.
- \_\_\_\_\_. Commander, Naval Facilities Engineering Command, Pacific. *Draft Remediation Verification Report Non-Time Critical Removal Action Ford Island Hazardous Substance Sites Pearl Harbor Naval Complex, Hawaii*. Prepared by Shaw Environmental, Inc. August 2004
- \_\_\_\_\_. Pacific Division Naval Facilities Engineering Command. *Ford Island Conference Center Contract No. AOWJ-9-K10280 Basis of Design*. Prepared by Wimberly Allison Tong & Goo. September 2003.
- \_\_\_\_\_. Department of the Navy. Pacific Division Naval Facilities Engineering Command. *Draft Remediation Verification Report Removal Action for Nine PCB Transformer Sites Pearl Harbor Naval Complex, Pearl Harbor, Hawaii*. Prepared by Earth Tech, Inc. April 2003.
- \_\_\_\_\_. The Office of the Chief of Naval Operations. *OPNAVINST 5090.1B, CH-4, Environmental and Natural Resources Program Manual*. June 2003.

- Federal Emergency Management Agency. *Flood Insurance Rate Map*. Map No. 15003C0330 E. November 2000.
- Hawai'i, State of. Department of Business, Economic Development and Tourism. 2003 *State of Hawai'i Data Book: A Statistical Abstract*. <  
[http://www2.hawaii.gov/DBEDT/images/User\\_Files/Images/databook/db02/sec10\\_a259.pdf](http://www2.hawaii.gov/DBEDT/images/User_Files/Images/databook/db02/sec10_a259.pdf)  
and <[http://www2.hawaii.gov/DBEDT/images/User\\_Files/Images/databook/db02/sec12\\_a259.pdf](http://www2.hawaii.gov/DBEDT/images/User_Files/Images/databook/db02/sec12_a259.pdf)  
accessed October 2004.
- Hawai'i, State of. Department of Health. 2002 *Annual Summary Hawai'i Air Quality Data*. <http://www.hawaii.gov/health/environmental/air/cab/cabmaps/pdf/ansum02.pdf>  
accessed October 2004.
- U.S. Department of Agriculture, Natural Resources Conservation Service. *Soil Survey of Islands of Kaua'i, O'ahu, Maui, Moloka'i and Lana'i, State of Hawai'i*. August 1972.
- U.S. Department of Commerce, U.S. Census Bureau. Table P-1. Total Population. Data Set: Census 2000 Summary File 1 (SF 1) 100-Percent Data. Geographic Area: Honolulu County, Hawai'i. <<http://factfinder.census.gov>> accessed October 2004.
- Wilbur Smith Associates. *Ford Island Development Plan Traffic Assessment*. February 2004.



## 7.0 LIST OF PREPARERS

### **NAVFAC Pacific, IPT Hawaii**

#### Environmental

Supervisory Environmental Engineer

Wayne Yonehara, P.E.

B.S. Civil Engineering

Planner-in-Charge

Andrew Huang, P.E.

B.S. Civil Engineering

M.S. Environmental Engineering

### **NAVFAC Pacific**

#### Environmental Planning Division

Supervisory Archaeologist

Annie Griffin

M.A. Anthropology

### **Helber Hastert & Fee, Planners, Inc.**

Principal-in-Charge

Thomas A. Fee, AICP

M.A. Urban Planning

Principal EA Author/Project Manager

Scott Ezer

M.A. Urban Planning



## **APPENDIX A**

# **MEMORANDUM OF AGREEMENT**



**MEMORANDUM OF AGREEMENT (MOA)  
BETWEEN THE COMMANDER NAVY REGION HAWAII  
AND THE  
HAWAII STATE HISTORIC PRESERVATION OFFICER  
REGARDING THE PROPOSED CONFERENCE CENTER AT FORD ISLAND,  
PEARL HARBOR, HAWAII**

WHEREAS, Commander Navy Region (COMNAVREG) Hawaii proposes to construct a conference center on Ford Island (hereafter as the Undertaking), which is an in-kind development at Ford Island as part of the master development agreement with Ford Island Properties, LLC, executed under the authority of 10 U.S.C. §2814; and

WHEREAS, the Undertaking will reuse Building 89, a former theater, and will require partial demolition (as depicted in Attachment A) and reconstruction of the building, and rehabilitation of preserved portions to accommodate meeting rooms, indoor/outdoor pre-function areas, a pantry for catered functions, public lobby, and a loading/receiving area; and

WHEREAS, COMNAVREG Hawaii has established the Undertaking's area of potential effects (APE) defined at 36 CFR § 800.16(d) to be the limits of the project area as depicted in Attachment B; and

WHEREAS, COMNAVREG Hawaii has determined that the Undertaking will have adverse effects on Building 89, a property deemed eligible for listing in the National Register of Historic Properties as a contributing feature to the U.S. Naval Base Pearl Harbor National Historic Landmark. Further, Building 89 is designated a Category II property and is located in the Community Center Sub-Area of the Ford Island Historic Management Zone (2003 Pearl Harbor Integrated Cultural Resources Management Plan); and

WHEREAS, Ford Island Properties, LLC has represented in writing to COMNAVREG Hawaii that pile driving in connection with the reconstruction of Building 89 will not cause vibration effects on any other historic properties; and

WHEREAS, Ford Island Properties, LLC has represented that the partial demolition of Building 89 will not commence until after a 50% design review has been completed; and

WHEREAS, pursuant to 36 CFR §800.6(c)(2), COMNAVREG Hawaii has invited the National Trust for Historic Preservation (NTHP) and Historic Hawaii Foundation (HHF) to sign this MOA as concurring parties; and

WHEREAS, COMNAVREG Hawaii has consulted with the Hawaii State Historic Preservation Officer (SHPO) in accordance with Section 106 of the National Historic Preservation Act (NHPA) and its implementing regulations (36 CFR Part 800) to resolve the adverse effects on historic properties; and

WHEREAS, pursuant to 36 CFR §800.6(a)(1)) and Section 110(f) of the NHPA, 16 U.S.C. 470h-2(f), COMNAVREG Hawaii has notified the Advisory Council on Historic Preservation (ACHP) and ACHP declined to participate in the consultation; and

WHEREAS, COMNAVREG Hawaii has notified the Secretary of the Interior pursuant to 36 CFR § 800.10(c) and invited the Secretary of the Interior to concur in this agreement; and

NOW, THEREFORE, COMNAVREG Hawaii and the Hawaii SHPO agree that, upon COMNAVREG Hawaii's decision to proceed with the Undertaking, COMNAVREG Hawaii shall ensure that the following stipulations are implemented in order to take into account the effects of the Undertaking on historic properties.

### **Stipulations**

COMNAVREG Hawaii shall ensure that the following stipulations are implemented:

#### **I. Project Design.**

A. The project design (Attachment C) shall provide for rebuilding the structurally unstable portion of the building to match the exterior appearance of the original building based on current accurate exterior "as built" drawings and specifically shall:

1. Replicate the exterior features of the north tower.
2. Block the entry to the exterior north tower stair and retain existing handrails 'as is' if possible. If the current handrails can't be reused then replicate them.
3. Reconstruct the ticket booth at the portico based on the historic record drawings and photographs.
4. Retain and refurbish 22 of the original theater seats and incorporate in the floor layout. Incorporate the end panels at both ends of each seating row.
5. Replicate all exterior doors.
6. Bring the banister at the entry portico to meet codes by using details similar to the existing metal rails.
7. Install ADA accessibility lift in the location indicated in Attachment C.
8. Retain existing palm trees along Hornet Avenue.
9. Repair the concession stand (similar to a gazebo) located outside the west end of the north wall based on historic drawings and photographs.
10. Replicate the "brow" around the exterior of the building.
11. Replicate the external lighting fixtures located around the building, specifically under the portico and brow.
12. Refurbish, if possible, the three (3) second floor window frames. If they can't be saved then replicate them.

#### **B. Design Review.**

1. Interior photographs will be provided to the consulting parties in electronic format. The parties to the MOA will be afforded the opportunity to review the photographs and identify any interior fixtures such as lighting fixtures, railings, and moldings that may be suitable for short-term salvage and reuse or replication.

2. The parties to this MOA will be afforded the opportunity to review the project design at 50% and 75% levels. The parties will have seven calendar days to review the design and provide written comments to COMNAVREG Hawaii in a phone conference set up by COMNAVREG Hawaii at a mutually acceptable time among the parties. The phone conference shall include participation by a historical architect. The 50% design review will include discussion of any interior fixtures identified by the consulting parties under paragraph B.1. above.

3. Demolition activities (other than removal of asbestos and other hazardous materials) will not commence until after the 50% design review has been completed.

4. Based on the extent of review comments at the 75% level, any party to this MOA may request additional review in writing at the 100% level.

5. Doors and selected details shall have shop drawings prior to construction and shall be provided to a historical architect for review and comment. Determinations that handrails and window frames cannot be reused or refurbished, pursuant to Stipulations I.A.2. and I.A.12. above, must have the concurrence of a Historical Architect.

## II. Post-Construction Review.

The parties to this MOA will be notified when construction is complete. COMNAVREG Hawaii will accommodate requests from any party for a site visit subject to reasonable requirements for identification, escorts (if necessary), and other administrative and security procedures.

## III. Building 89 Recordation.

A. COMNAVREG Hawaii has completed a Historic American Buildings Survey (HABS) recordation, HABS No. HI-296, which has been provided to the National Park Service. The existing HABS documentation will be amended to include additional exterior photographic and written documentation and photographic reproduction of select historic interior views.

B. In addition, COMNAVREG Hawaii will reconcile any discrepancies between the original as-built drawings and the actual building as it was constructed. This information will also be provided to the National Park Service.

C. Copies of the HABS report will be provided to any requesting party to this MOA.

IV. Discoveries.

A. If during the performance of the Undertaking, previously unidentified historic properties are discovered, or previously unanticipated effects occur to known historic properties, COMNAVREG Hawaii shall make reasonable efforts to avoid, minimize or mitigate adverse effects to such properties. COMNAVREG Hawaii shall determine actions that can be taken to resolve adverse effects, and notify the Hawaii SHPO and any Native Hawaiian organization that has requested to be notified within 48 hours of the discovery by telephone, followed by written notification to be sent by facsimile. The notification shall include an assessment of National Register eligibility and proposed actions to resolve potential adverse effects.

B. The Hawaii SHPO and any Native Hawaiian organization that has requested to be notified shall respond within 48 hours of the notification. All access by representatives of these organizations will be subject to reasonable requirements for identification, escorts (if necessary), safety, and other administrative and security procedures.

C. COMNAVREG Hawaii will take into account recommendations regarding National Register eligibility and proposed actions, and then carry out appropriate actions. Should such actions include archaeological investigations, these actions will be carried out by or under the direct supervision of a person or persons meeting, at the minimum, the Secretary of the Interior's Professional Qualification Standards (Federal Register, Vol. 62, No. 119, page 33712, June 20, 1997) for Archaeologists. COMNAVREG Hawaii shall provide the Hawaii SHPO and any Native Hawaiian organization that has requested to be notified a report of the actions when they are completed.

V. Resolving Objections.

A. Should the Hawaii SHPO or any consulting party object in writing to COMNAVREG Hawaii regarding how the proposed Undertaking is carried out or the manner in which the terms of this MOA are carried out, COMNAVREG Hawaii shall consult with the objecting party to resolve the objection. If COMNAVREG Hawaii determines that the objection cannot be resolved, COMNAVREG Hawaii shall forward all documentation relevant to the dispute to the ACHP, including COMNAVREG Hawaii's proposed response to the objection. Within thirty days after receipt of all pertinent documentation, the ACHP will:

1. Advise COMNAVREG Hawaii that it concurs with COMNAVREG Hawaii's proposed response, whereupon COMNAVREG Hawaii shall respond to the objection accordingly; or



2. Provide COMNAVREG Hawaii with recommendations pursuant to 36 CFR § 800.2(b)(2) which COMNAVREG Hawaii shall take into account in reaching a final decision regarding the dispute; or
3. Notify COMNAVREG Hawaii that it will comment pursuant to 36 CFR § 800.7(c) and proceed to comment on the subject in dispute.

B. Should the ACHP not exercise one of the above options within thirty days after receipt of all pertinent documentation, COMNAVREG Hawaii may assume that the ACHP concurs in the proposed response to the objection.

C. COMNAVREG Hawaii shall take into account the ACHP's recommendation or comment provided in accordance with this stipulation with reference only to the subject objection. COMNAVREG Hawaii's responsibility to carry out all actions under this MOA that are not the subject of the objection shall remain unchanged.

#### VI. Amendments.

The Hawaii SHPO may propose to COMNAVREG Hawaii that this MOA be amended, whereupon COMNAVREG Hawaii shall consult to consider such an amendment. 36 CFR § 800.6(c)(1) shall govern the execution of any such amendment.

#### VII. Termination.

If any Signatory determines that the terms of this MOA cannot be or are not being carried out, the Signatories shall consult to seek amendment of this MOA. If this MOA is not amended, any Signatory may terminate it. COMNAVREG Hawaii shall request comments from ACHP under 36 CFR § 800.7(a).

#### VIII. Duration.

This MOA shall terminate at the completion of the Undertaking or until terminated under Stipulation VII. COMNAVREG Hawaii will notify all parties to the MOA in writing when its actions have been completed and that the MOA has been terminated.

#### IX. Anti-Deficiency.

The Anti-Deficiency Act, 31 USC §1341, prohibits federal agencies from incurring an obligation of funds in advance of or in excess of available appropriations. Accordingly, the parties agree that any requirements for the obligation of funds arising from the terms of this agreement shall be subject to the availability of appropriated funds for that purpose, and that this agreement shall not be interpreted to require the obligation or expenditure of funds in violation of the Anti-Deficiency Act.

Execution of this MOA by COMNAVREG Hawaii and the Hawaii SHPO, and its filing with ACHP pursuant to 36 CFR § 800.6(b)(1)(iv) shall be considered an agreement with the ACHP for the purposes of Section 110(l) of the NHPA. Execution and submission of this MOA, and implementation of its terms evidences that COMNAVREG Hawaii has afforded the ACHP an opportunity to comment on the Undertaking and its effects on historic properties, and that COMNAVREG Hawaii has taken into account the effects of the Undertaking on historic properties.

**SIGNATORIES:**

**COMMANDER, NAVY REGION HAWAII**

By: M. C. Vitale Date: 11/5/04  
M. C. VITALE  
Rear Admiral

**STATE HISTORIC PRESERVATION OFFICER**

By: \_\_\_\_\_ Date: \_\_\_\_\_  
Mr. Peter Young

**CONCURRING PARTIES:**

**NATIONAL TRUST FOR HISTORIC PRESERVATION**

By: \_\_\_\_\_ Date: \_\_\_\_\_  
Paul W. Edmondson  
Vice President and General Counsel

**HISTORIC HAWAII FOUNDATION**

By: \_\_\_\_\_ Date: \_\_\_\_\_  
David Scott  
Executive Director

**NATIONAL PARK SERVICE**

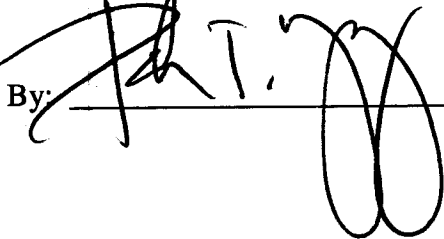

By: \_\_\_\_\_ Date: \_\_\_\_\_

SIGNATORIES:

COMMANDER, NAVY REGION HAWAII

By: \_\_\_\_\_ Date: \_\_\_\_\_

STATE HISTORIC PRESERVATION OFFICER

By:  \_\_\_\_\_ Date: 11/9/04 

CONCURRING PARTIES:

NATIONAL TRUST FOR HISTORIC PRESERVATION

By: \_\_\_\_\_ Date: \_\_\_\_\_  
Paul W. Edmondson  
Vice President and General Counsel

HISTORIC HAWAII FOUNDATION

By: \_\_\_\_\_ Date: \_\_\_\_\_  
David Scott  
Executive Director

NATIONAL PARK SERVICE

By: \_\_\_\_\_ Date: \_\_\_\_\_

